MUNICIPAL PLANNING STRATEGIES

More than land use control!

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SEMINAR PROCEEDINGS

These proceedings are comprised of papers presented by speakers, transcripts of taped addresses, and summaries prepared by observers, edited as required.

Province of Nova Scotia
Department of Municipal Affairs

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Community Planning Division

TO THE READER:

We are pleased to provide the proceedings of our eighth Planning Seminar, Municipal Planning Strategies: More Than Land Use Control.

It was apparent throughout the Seminar that the consideration, indeed the complete integration, of economic and like factors in land use policy formulation is recognized as increasingly important.

We trust you enjoyed the Seminar and found it productive. We anticipate your participation in future seminars.

Yours sincerely,

R. G. W. Simpson

R. G. Simpson
Provincial Director of Planning

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OPENING REMARKS

Ron Simpson
Provincial Director of Planning

I would like to take this opportunity to welcome both the delegates and the participants to this, our eighth annual planning seminar. It pleases me to see that our program has attracted the interest of not only planners and those individuals closely related to the planning process in our province, but also from elected municipal representatives, people from various provincial departments, and the private sector. The attendance this year is a new high.

The general theme of the seminar focuses on municipal planning strategies and the possibility that they can be utilized as a policy document that deals with more than land use control. Our Planning Act recognizes that the primary responsibility for planning rests at the municipal level. Our Act also enables municipalities to adopt policies which can assist in co-ordinating public programs that relate to the economic and social as well as the physical development of the municipality.

A review of the planning strategies adopted by the majority of municipal units in the province to date, shows that the main thrust has been with controlling the physical development of our communities with little emphasis placed on economic or social development. In many ways this is understandable. It would be an overstatement to say that over the last ten or fifteen years, planners have been accepted with open arms by our municipal and provincial politicians. I think, however, we have succeeded in drafting plans which deal with the physical development of our municipalities and this is shown by the fact that some 81% of our towns and cities and approximately 45% of our rural municipalities have municipal planning strategies and land use by-laws in place.

We have achieved, for the most part, plans which deal effectively with the physical development of our municipalities but what about the economic and social elements of our various communities?

Today we have brought together a number of individuals who are skilled in this aspect of planning. It is our hope that after the next day and one-half this seminar will achieve two objectives. The first is to expose our professional

land use planners to community development planning. The second objective is to explore the various aspects of developmental planning and to see if it can be integrated with the traditional land use planning approach we are all so familiar with.

Perhaps the information brought forward during the course of this seminar will indicate that the two planning processes, land use and developmental planning, cannot and perhaps should not be integrated. If this proves to be the case, I don't feel that our time spent here will have been wasted. We, as land use planners, will have gained a better understanding of what developmental planners seek to achieve. However, it is my hope that we may be able to gain from this experience and perhaps incorporate some of the goals and objectives of developmental planning into the municipal planning strategies of the future.

Tom O'Leary
President, Cape Community
Associates
Executive Director, Federation
of Community Development
Corporations of Canada

Essentially, I'd like to do three things:

(1) talk about the context in which community based economic development seems to be coming to the forefront in terms of economic development in Canada today,

(2) talk about what is community based economic development. People are mystified in defining terms like 'community development corporations'. I'd like to provide some focus and definitions of the terms that relate to community based economic development and,

(3) talk about the role of the municipalities in this process of enterprise development, economic development at the local level. I'll illustrate with concrete examples or case studies of how this abstract phenomena actually materializes at the local level.

In terms of talking about the context of community economic development in this country today, for municipal planners and leaders of municipal government, there are some very specific realities that have to be confronted. First of all, there tends to be in the western democracies, a movement away from highly centralized economic development planning to a decentralized approach which sees development taking place at the provincial and local level. Why? Essentially, it's the failure of highly managed, highly centrally defined economic policies of economic development strategies that flow within the Canadian context out of the nation's capital or at the provincial level out of the provincial capital. The landscape is cluttered with the wreckage and the lack of success of the centrally driven, large scale, smoke stack chasing kinds of economic policies.

Look around the Atlantic region at the failed refineries at Come-by-Chance and the Gulf Oil Refinery at Point Tupper. We in Cape Breton, for example, would be glad to sell some very cheap heavy water plants. We can look to the Buctouche's of this country and see the romance of new high technology industry and empty factories that were built on the possibility of building computer outlets. These things have not materialized and millions of dollars have been left in empty buildings.

In Cape Breton we can recite a litany of empty factory buildings that were based upon well intentioned planners, in distant centres of government, deciding what was good for Cape Bretoners, trying to impose nonsensical industries rather than industries based upon the local resources and the local labour skill base. The general instruments, the jigger plants, the Toyota factories, reflect the same failure of economic planning mechanisms to meet the needs of local economic development.

For municipalities there will have to be a reading of the tea leaves in a sense of where economic planning, economic development, and responsibility for it is going to shift in this country. Look at the experience of the United Kingdom and the United States over the past seven or eight years to see that the pattern is very distinct and specific. The responsibility for leadership and initiative in economic development is going to be more and more looked to the municipal level - the community level.

The successful communities in this country, in this province, are going to be the Bridgewaters and Louisbourgs because they've become the new frontier of what I call 'civic entrepreneurs'. They have the ability to see the opportunity, to take initiative and to capture the development opportunity for their municipality, while other municipalities sit back and wait for 'big daddy' to deliver appropriate new factories to the local community. Those days are gone! There will still be the occasional Pratt and Witneys, the Littons, and the Wangs. They will come sporadically - they're driven by forces that far exceed the local municipalities' ability to capture them.

For indigenous development, making use of the human and other physical and financial resources that exist in communities, will result from creative civic entrepreneurs taking advantage of the opportunity that exists in their community and going out and selling the economic opportunity that exists in their town. Municipal planners and elected officials are going to be successful. Those that are successful will create healthy, expanding local economies. Those who are not successful will have shrinking economies, acidity in its municipal leadership, and a mediocrity in its local business community. The choice in shaping that ecology or environment, in which economic development can take place, must rest with municipal leadership, and correspondingly, with its professional staff who are willing to expand to new territory and new challenges responding to the new conditions of the 1980's and 1990's. This is the context, as I perceive it in looking at the American and British experience and reading the tea leaves, in terms of what's happening in Canada and where economic development is going within the country.

I'd like to talk about what community economic development is. It's a bit of a mystery. Several people associate it with long haired, citizen advocacy of the 1960's and 1970's - do-gooders trying to create social change with a slightly left of centre tinge. The reality is that the people who are successful in initiating community based economic development today, combine the skills and sophistication in terms of the citizen advocacy movements of the 1960's and 1970's with the pragmatism, hard core technical skills of the modern businessman and they combine those very successfully into community development corporations or well led municipal development corporations.

The notion of community involvement in local economic development initiatives is not new. In terms of historical evolution one can legitimately state that from the very inception of this nation, groups of Canadians have, by necessity or inclination, organized themselves voluntarily at the community level to provide services, solve problems and improve the quality of life. It is the degree in which

they are successful that they gain notoriety. However, there has been a tremendous growth in the number and variety of community based organizations concerned with economic development. Part of the reason for this growth is essentially, as I talked about, the failure of centrally defined economic policies to solve the problems of local communities. Another reason is the fact that governments have become more involved in supporting community based economic development albeit on an ad hoc basis. Programs - for example, the LEAD Program which is leading to the establishment of more than twenty corporations in this province alone this year. Look at the infusion of more than $20,000,000 in locally controlled investment capital to support small business development over the next five years in the province. That's a tremendous influx of investment capital, equity capital, and loan capability in terms of local small business development. This trend toward self determination and a self help approach is evident in many other areas of the province - environmental protection, health care, native rights, and neighbourhood preservation. The success of voluntary or self help approaches to community economic development and the unique advantage they offer over conventional approaches, have been instrumental in gaining widespread interest and support to community based organizations.

We do policy work at the Federal level. There is this kind of willingness now to open up to other strategies because of the general recognition that some of the traditional strategies have failed. People are beginning to look at social innovation and community based approaches as something to be explored. Community development approaches and the words 'community development' are seen to be infrastructure improvements, labour force training, re-location of a labour force, locational incentives, low interest loans, tax breaks, wage subsidies, and cheap, serviced land play an important role and should not be discarded in developing municipal planning strategies.

For small, rural and economically isolated communities and for those experiencing severe economic dislocation and chronic unemployment, these conventional approaches are not successful.

Recent research suggests a variety of different approaches. These approaches focus on the retention, expansion and creation of local firms, particularly smaller scale, locally based, and locally owned firms - indigenous economic development from within the physical and human resources that exist within specific communities.

The United States Chamber of Commerce suggests that over 80% of the economic growth in the average American community results from the creation and expansion of locally owned and operated firms. Other studies in Canada and the United States suggest small, new firms create a significant proportion of new jobs as well as introducing most of the new products, services and innovations into the economy.

Small firms are not sexy. An announcement of one external development opportunity employing 500 people can capture the front pages of the newspapers for days. The establishment of a small local firm employing five people in a local service capacity gets no print at all! However, any local economy in this province has to encourage the creation of fifty of those small five person companies over attracting the one 500 person company. In Cape Breton, we have monuments to the attraction of the 500 people, one shot industries with our empty factories and industrial development buildings. Quickly after arriving they packed up and left the Island for Mexico, Ireland, France and the Netherlands!

Community based organizations in the United States and Britain have been especially active in exploring new innovative approaches to community economic development. Community based organizations established in high risk communities have demonstrated and proven remarkable improvements in the local quality of life by creating new jobs, developing skills in the local human resource base and generating an inflow of capital and resources to the community.

What is community development? I define community development as a process by which the members of society increase their level of material, social, and personal well being over time.

What is economic development? Economic development is a process that involves increasing the number and the variety of institutions that support the economic well being of people. Recent studies by David Birch, at M.I.T. in the United States in 1977 looked at the difference between healthy communities with expanding local economies, and stagnating communities with declining economies. He found something quite remarkable. He discovered that both the growing, expanding communities and declining communities equally shared the same number of business failures. Businesses failed at the same rate in both economies. The difference was in those economies where more small business formations occurred than their were failures - the economy grew. Those communities where the small business formation process did not keep pace, declined. Obviously municipal and provincial economic development policy should concentrate on the expansion and creation of new enterprises. Don't dwell on failure rates because there is little you can do to affect that. You will have to more innovative, more entrepreneurial, more of a risk taker so that there are more small businesses taking place in your community than the numbers going out of business. You can develop appropriate stategies to decrease the rate of business failure and concentrate your municipal and provincial policies on the rate of small business formation. That's the key to economic development.

We're going through an interesting process in Cape Breton at the present time. We have a multi-million dollar institution called the Cape Breton Development Corporation. Its responsibility, besides running the coal mine, is to provide a role in stimulating industrial development in Cape Breton. In the re-organization process, this corporation had a number of interesting choices. They've delineated in this policy reformation process, that they can choose, based upon their experiences of the past, to go only with winners. In other words, the kind of business or industry proposition that comes in the door may be one in which the individual has 25% equity, has twenty years in the industry, a proven management

record, and offers more than an average opportunity to be successful. In Industrial Cape Breton, that strategy offers a relatively limited opportunity in terms of the number of small business formations that can actually occur. You'll be very successful in choosing that particular direction if you're a private investment venture, capital company and they're taking my money and your money and making it grow, because they're only going to back winners.

Is the role of a development corporation to back only winners, to guarantee the investment of the public purse, or does it look at responding to this reformation of policy and become more entrepreneurial,more of a risk taker, more of an innovator? Should it concentrate on the number of investments that it makes, increasing the rate of small business formation in tourism, agriculture, industry, in the service industries, etc., and then hope to support the maintenance of those small business formations rather than letting them go bankrupt? My suggestion is that I'd rather have fifty or one hundred small businesses with a 25-30% failure rate than ten businesses with a 90% success rate. That represents, in a capsule, some of the opportunities that are faced by municipal development corporations and municipalities in playing a role in supporting local economic development. Increase the rate of small business formation - that's what the game is all about!

What are communities? A community is a group of people, generally through proximity of residence, but not necessarily the only criteria, who see themselves as sharing a common destiny. Community based economic development is a process that involves the residents of a community in establishing and supporting local economic development. This term in fact happens to be synonomous with community economic development. My experience for the most part, is well tied to community development corporations, for example, in Cape Breton, "New Dawn" in Sydney, "New Deal" on the north side, "Glace Bay Economic Action Team", the recently formed new "Native Financial Development Institution" in Nova Scotia.

Community development corporations are community based organizations that have the following characteristics: they are owned by the residents of the community and are run by a representative Board of Directors. In the case of New Dawn, for example, the Board of Directors is comprised of volunteers - local people who represent a cross-section of the community from labour, business, retired housewives, a construction manager, a retired bank manager, etc. It is a broadly based kind of community Board of Directors. They are often incorporated as 'not for profit companies' under the Companies Act of the Province, limited by guarantee. As 'not for profit companies', that doesn't mean they don't make profits. As a matter of fact, speaking from personal experience, there tends to be a slavish dedication to black ink at the bottom of financial statements. A hard, pragmatic, decision making process says, "we want to make money"! That goal, that golden rule, is not to be sacrificed in the development process.

What makes the community development corporation unique and different from the private investment company is that it reinvests its profits into the community in the development process. Successful community development corporations will have a snowballing effect. As they become more successful and earn more profit, these profits are invested in more development. If that's done successfully with top management, it creates more successful enterprises. New Dawn began in 1976, in Sydney, with $20,000 share capital from twelve board members. Today it has a base of over $10,000,000 - not a bad rate of return in growth if you can do it well and successfully!

Community development corporations are also characterized by another feature. They do not operate on a single project basis to develop - for example - a community business running a flower shop. They serve to develop a variety of institutions that increase local social, cultural, and economic well being with a major focus on the economic component. Using the New Dawn example, a holding company, New Dawn Enterprises, exists but most people are not aware that six other legally incorporated companies exist under that overall holding company.

Land banking is a separate company as well as the consulting firm, the real estate portfolio, the retail operation, and the senior citizen's care facility. They use the best of the businessmen's approach and create profit centres, which insulate the economic activity in separately incorporated legal bodies, all reporting through a subsidiary relationship to the holding company which represents the overall development corporation.

I'd like to place the community economic development process in perspective. There are certain trends taking place in the world to which I referred earlier. What are they? For people involved in municipal government and municipal planning, these are important trends to note.

First of all, there is a shift occurring from the mass industrial type of society to an information society. The manufacturing-processing sector of the Canadian economy is declining, and represents approximately 24% of the overall gross national product. The rest is information processing and the services. The trend is that this manufacturing sector is going to decline in terms of net worth. The information society is upon us. Concentrating all your energies in attracting processing and manufacturing is a declining game, more competitive, and offers less opportunity for success. There is a trend towards decentralized decision making. As government reacts to the failure of centralized economic planning, it goes to the other extreme. Decentralized economic planning and support is in. There is also a significant increase in public participation and all aspects of life. Any elected official here is very aware about the increased level of sophistication and participation of citizen vested interest groups.

There is a re-structuring of the work environment. It's the beginning of a shift from a representative to a participating type of democracy. People are less hung up on the old priorities of access to education and health care as the big local human rights issues. Access to capital is what drives the business formation process. People are talking about

what kind of appropriate scale of development should take place in their own particular communities. There is no question that technology is re-shaping our physical and work environments.

As you are no doubt aware, a fire destroyed Highland Fisheries in January. It was an old fish plant that employed approximately 330, mainly single parent women. The owners of that plant have acquired investment capital and government support to re-build the plant. A new plant will cost $6,500,000, contain the latest technology, but unfortunately it will employ half the people! From a development perspective that's terrible, but making profits and maintaining the viability of corporations are the number one priorities to shareholders. Technology is indeed shaping our environment!

Another reality seldom discussed is the growing elderly population. In Sydney, for example, recent forecasts indicate that by 1990 the elderly population of that city will grow from 19% of the total population base now to 23%. That progression is going to continue at the rate of 5% to 8% over the next twenty-five years. What impact will that place on services and economic development activity?

The economy is like the weather - everybody wants to talk about it, but no one thinks they can do anything about it! It's mysterious, it's magic, and driven by forces that we understand only marginally. This is especially true when it comes to municipal government. Municipal government focuses on such concerns as potholes and garbage, rather than the macro-economic terms and issues. Municipal government, however, has a role to play in economic development. Fiscal, regulatory, and expenditure policies, if used in a concerted and well planned manner, can have a tremendous impact on the welfare of citizens. There is still a tendency, however, for local policymakers to look to big business and industry for job creation and economic growth. Yet recent studies have shown that since 1970, employment in large Canadian manufacturing firms has steadily declined while in the same period Canada's small

firms have created half a million new jobs. Clearly the new focus for economic recovery and development is small business. We must stop chasing smokestacks and start looking at what we can do for ourselves. If we play our cards right, we'll go a long way toward diffusing the job crisis that faces Canada today. Small is beautiful, local, indigenous development.

A major U.S. study in the mid 1970's looked at the whole economic development game, the fusion of economic development institutions (municipal, local, federal, special interest development corporation, etc.), in terms of chasing manufacturing and processing plants, particularly ones with more than 300 potential new employees. The study indicated there were more than 16,000 registered local municipal development agencies. Those 16,000 agencies chased 283 new manufacturing opportunities! What's the consequence should you win? The most competitive smokestack chasing opportunity in the United States in the 1970's was for the new Volkswagon plant. Volkswagon was moving its manufacturing operation to the United States. It was going to employ 5,000 people in the process. Ten American states attempted to capture the plant. Pennsylvania won - they got Volkswagon - it cost the state $500,000,000. It was a great investment because Volkswagon was going to be around a long time. Five years after the plant opened, it shut down, went back to Germany where cars could be made cheaper than in the United States using American auto-workers. Unfortunately, with that $500,000,000 price tag, Volkswagon pocketed $300,000,000. The State of Pennsylvania will be paying off the Volkswagon debt to the year 2025! The price of success is dubious when you chase that kind of economic rainbow!

The single most effective employment strategy, in dealing with the unemployment in this country, is a strong vibrant local economy that is expanding at a reasonable rate. Recent statistics indicate that over $1,000,000,000 per month is directed at unemployment insurance benefits. If only a small percentage was directed to new enterprise development, important inroads could be made toward increasing employment opportunities for everyone.

We've identified what we need - new small businesses, private entrepreneurs, city entrepreneurs, community based organizations, worker co-operatives. The common denominator is the production of new goods and services selling on the marketplace and creating permanent jobs - exchanging cash for the delivery of those goods and services.

What role can municipalities play in this game? New enterprises do not grow out of the ground. Economic growth in any municipality in this province depends on people. They're the entrepreneurs who marshall the resources at hand, take the necessary risks and provide the energy and the ingenuity to create new services and products on the marketplace. People make jobs and small business. These new businesses the entrepreneurs create in our communities, create the jobs, both directly and indirectly, and produce the profits that sustain our entire economic system.

Unfortunately, the political and economic climate has not been particularly favourable to small business. Real roadblocks have been government regulations, tax laws that encourage large companies to acquire smaller ones and an increasing amount of capital controlled by conservatively invested pension funds and banks. For instance, all small business loans in Cape Breton are referred to Halifax. Local managers do not have the decision making authority on small business investments. If you want to buy a $15,000 boat, you can get a personal loan; however, should you want $5,000 to invest in small business, you have to go to Halifax! You surreptitiously tell them you're going to buy a boat and you start your own business!

The municipality has a major role to play in improving the environment in which small business grows. Various properties bare unequal property tax burdens as a result of a badly outdated assessment system. While business taxes are generally bearable by larger enterprises,

business taxes are often crippling to smaller business. Every municipal politician in this room has heard the complaints about the small businessman who is finding his property tax and business tax burden too much. A wholesale review of the assessment process is necessary if the down-towns of our communities and cities are to remain a place for small business to thrive and prosper. New sources of municipal financing may include non-property tax revenues, new tax formulations. In addition, small business can benefit from improved municipal services, sidewalks, road improvements, and the provision of adequate parking facilities.

Several years ago, my firm had to review a study on the development of the Venture Gas Field in Nova Scotia and where rig fabrication was going to take place. There were three sites: McNab's Island in Halifax Harbour, the Strait of Canso, and Sydney. The cost of putting the operation in Sydney was a little over $2.6 million, the cost of putting it at Canso was around $5 million, and the cost of putting it on McNab's Island in Halifax Harbour was a little over $13 million, in terms of infrastructure costs. The study recommended McNab's Island? Do you want to know the reasons they recommended McNab's Island? There is no bilingual education in Sydney! The executives who were going to arrive to run the firms determine where the plant is going to go. They said, "we're not going to move to Sydney! Look at the educational system, they don't provide bilingual education. There's a lack of social clubs and services, cultural facilities and theatres. We're not going there. We'd rather take the $13 million pricetag because our executives are going to be happy living in downtown Halifax, in Clayton Park, or in Dartmouth". That's a municipal development issue. The municipalities are in charge of the parks, the recreational facilities, the sidewalks and the roads. If a community is not aesthetically pleasing, it's not going to get industry. FACT!

Small business is faced with a host of regulations dealing with land use, building permits, hours of business, etc. In this case, simply streamlining the permit procedures would have an incredibly positive impact.

How much a municipality spends, what it's spent on, and where it's spent can certainly have a tremendous impact on the financial health of a community. Municipalities are big spenders. The municipality's purchasing power could be used to provide small operators with the guaranteed markets they need for financial stability. For example, the the municipality's small businesses could be targeted by a deliberate municipal strategy to supply at least 10% (I'd prefer to see this 50%) of the municipal requirements for goods and services. A 'buy locally' policy is a simple municipal strategy you put in place and it requires little administrative or organizational change in the municipality. What is does is support small business development at the local level.

Access to affordable capital is the bane of the existence of every established profitable firm. In these tight financial times capital is hard to come by. The stated reasons are numerous but the bottom line is risk. I talked about the banking situation in Sydney. New small businesses are risky - nine out of ten fail. People don't want to put their money in risky businesses. There must be compensation if capital is to be advanced at affordable interest rates. Any small business development program aimed at providing access to capital must therefore, reduce risk to the lender or to the investor, or provide compensation for the greater risk.

Several approaches can be looked at in terms of the municipal government level. In Ontario, for example, the province's small business development corporation program provides a 30% grant or tax credit for venture capitals investing in certain types of industries. The approach may be appropriate municipally but targeted businesses may differ on a community by community basis.

A two-tier interest rate system may be looked at with a lower rate for qualifying small business based on several models in use in other parts of Canada and the United States. The municipality could also establish a direct financial intermediary to provide both debt and equity financing on a last resort basis. This is being seen in municipalities in the United States with municipal development corporations.

An option being explored at present in Toronto, is the establishment of an industrial development corporation, nicknamed 'City Jocks', which would attract industry by use of equity and joint venture participation. The corporation has set up a vehicle to act as a venture capital corporation on behalf of the municipal government. It's very innovative and new on the Canadian scene.

Technical assistance is another role that municipalities can play. One of the reasons why small businesses fail in this country is the lack of managerial expertise. As we move out of our large urban centres in this province, it becomes demonstrable that the lack of management capability and technical expertise is one of the key reasons why businesses fail. Technical assistance, managerial assistance, and research, can be instrumental in reducing this risk and enhancing the borrowing capacity of small business. A response to this at the provincial level in Ontario in particular, has been the establishment of technology centres aimed at the micro-electronics industry and a requirement that venture capitals receiving incentives under this small business development corporation program, undertake to provide the managerial and technical expertise the same time they get the money.

There are various government programs directed at providing technical and management skills to small business. A municipality could focus its efforts in coordinating provincial and federal, university, and private sector measures to provide training and resources to small businesses. Municipalities, through their own local development organizations, can marshall all those sectorial involvements to create the environment and the ecology that's conducive to new small business formation, to create the context in which business takes place.

One thing I've noticed, particularly in Cape Breton, is there is a need for good rigorous research on local economic issues. An example would be industry which makes use of a range of skills in the local job market, has the capacity to create jobs, considers the size and nature of the markets for goods and services at the local level, etc.

In the absence of local data, local decision makers and planners are forced into blind reliance and information produced by outside sources, usually Ottawa or Halifax. In the case of Cape Breton, large companies, banking institutions and Toronto based market research organizations tend to come up with rather unimaginative and misdirected economic development strategies.

The potential return on the municipality's investment in local small business not only involves a proven source of creating jobs, but the returns will also be realized in the municipality by the municipality's own entrepreneurs and not by distant shareholders.

Supporting indigenous development, your own human resources, your own entrepreneurs, encouraging the small business formation process, and creating local institutions and development agencies shape the environment successfully in terms of new business formation. With new businesses forming, more jobs being created, more people being employed, more goods being sold, more money is brought to the local area. Value added production, where goods are being sold outside the local area, brings money back into the community. All these ingredients shape a successful growing, expanding, local economy.

The municipality is on a frontier in terms of entrepreneurship. Municipalities that accept the challenge of innovation and creativity and a challenge of controlling their own local economy become the new civic entrepreneurs. They become the

risk takers who take chances to create new forms and new strategies that sometimes fail, but more times succeed. The payoff is a healthy, growing, local economy with people fully employed, making a decent living and having a good quality of life, socially, culturally, and economically.

I'd like to close by saying that's a challenge to everyone in this room who's committed to making their communities better, healthier communities with full employment. Can you respond to that challenge to be creative, to be the new entrepreneurs at the municipal level? I'll leave it up to you.

PANEL DISCUSSION - COMMUNITY
PLANNING AND ECONOMIC DEVELOPMENT
IN NOVA SCOTIA

Brian Malone
Director of Planning
Windsor-West Hants J.P.A.C.

Municipal planning strategies, more than land use control.... what a novel concept! I am reminded of a comment concerning the great British Poet Laureate William Wordsworth, attributed to his contemporary Samuel Coleridge. Coleridge claimed that Wordsworth was always secreting gems of nature beneath a leaf or stone, only to feign astonishment at the subsequent discovery.

Why should planners in Nova Scotia just now, after 57 years of planning legislation, be discovering that municipal planning encompasses more than land use control? Certainly there were limitations inherent in the original legislation, the Town Planning Act, which charged councils simply to prepare plans endorsing or regulating development, and scheduling the provision of municipal works and services. Subsequent legislation, The Planning Act of 1969, contained veiled threats of policy with respect to social or economic development. The current Act contains the same and other reference to statements of policy with respect to social and economic development, but prefaces these with Section 37 of the Act which reads,

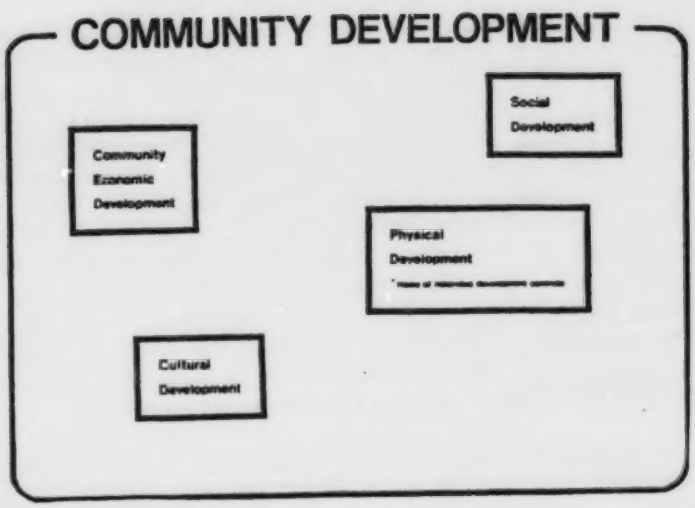
> *"It shall be the purpose of a municipal planning strategy to provide statements of policy for the management of the municipality and to further this purpose to:*
>
> *(a) establish policies which address problems and opportunities concerning the development of land and the environmental, social and fiscal effects of that development; and*
>
> *(b) establish and specify programs and actions necessary for the implementation of the planning strategy."*

I interpret this section and portions of Section 38 to be explicit authority for the inclusion of social and economic policy in a municipal planning strategy (or preparation of social or economic development strategies); and authority subject to other legislation for the establishment of programs and actions necessary to implement a social or economic development strategy. I would maintain then, that failure to undertake comprehensive social and economic development planning is no longer a matter of legislation, but rather resistance on the part of local government, the Provincial Government, and planning practitioners. The resistance in local government is rapidly eroding, for reasons I will highlight shortly. The resistance to community economic development planning in the Provincial Government, in the Department of Municipal Affairs, persists for reasons I do not claim to understand.

Two definitions first: models of community development and community planning which clarify my future use of these terms.

I consider community development to include all matters affecting a community's interest in community growth and development, or lack thereof. References to community economic development, physical development, social development and a host of others are simply sub-sets of community development (Figure 1). Thus economic development and social development are both elements of community development, and perhaps contribute significantly one to the other. For the sake of simplicity, however, I feel quite comfortable in dealing here with any sub-set as a mutually-exclusive element of community development. For the remainder of this discourse I have done just that, focusing on the element that my perhaps too limited experience dictates - community economic development.

TABLE 1



I would define planning, as we use the term, to mean problem solving in a structured form. Community planning therefore is planning in all matters affecting a community's interests in community growth and development. I would further define four major interests or objectives of community planning to be:

(i) the mediating of land use conflicts,

(ii) managing servicing requirements,

(iii) economic development, and

(iv) social objectives.

Conflicting land uses and municipal servicing are the traditional concerns of local government in municipal planning, and have traditionally been resolved by subdivision regulations and zoning. For forty years the Town Planning Act concerned planners with these two issues exclusively. The result is a legacy of land use control, primarily zoning, as the single valid role of municipal government in community planning. Reg Lang, in his 1972 Report/Evaluation of the Town Planning Act Review, noted that in 1967 forty percent of the municipal units in Nova Scotia had zoning by-laws, yet only nine percent had official Town Plans - and the majority of these were judged "completely inadequate". Since that time the practice has continued, fostered by the example of model zoning by-laws adopted in communities throughout Nova Scotia without reference to the unique community development and community planning requirements of the location - a confusion of "boilerplate by-laws" and "boilerplate planning".

Changing times demand a change in emphasis. Municipal units are now aggressively pursuing economic development interests within their communities; and are searching, with limited success, for direction in their activities. The rapidly escalating local government interest in economic development arises from media emphasis on economic issues, dissatisfaction with senior government efforts in economic development and, in a less visible but equally pervasive fashion, concern that failure to spur community economic development in an equitable fashion throughout Nova Scotia may be the final blow in the demise of local government.

Writing in the December 1983 issue of Governmental Finance, Mayor Henry Cisneros of San Antonio, Texas stated, correctly, I think, that

> *"Economic issues will be the critical issues that confront cities. Indeed, it is at the juncture of the agenda that is jobs, incomes, opportunity and economic development where most*

political fortunes during the 1980's will turn. Mayors and city councils will be elected or unelected (sic) depending on their ability to relate to those issues and on the degree to which they are perceived to be addressing the economic changes that are occurring."

The validity of Mayor Cisneros' statements is now well recognized by senior government; I believe the principle applies equally well to municipal government in Nova Scotia. More importantly, I believe that municipal government as it is now structured in Nova Scotia, depends heavily on the continued fiscal viability of a large majority of the municipal units, and depends equally therefore on the ability of municipal units to define and pursue their own economic destiny.

It is apparent that municipal units will continue to exhibit unprecendented interest in programs, agencies and activities, such as Mainstreet and Industrial Commissions, which allow the community some influence in the determination of its economic destiny. What remains unresolved is the question of direction or leadership. Writing in 1975 in Planning and Development: A Case of Two Nova Scotia Communities, Paul Pross chronicled his concern that the Community Planning Division of the Department of Municipal Affairs had failed to provide adequate leadership in the communities of Bridgewater and Port Hawkesbury, in the preparation of planning documents to address substantial growth forecasts. The issue then was adequate development control and prediction of servicing, housing, education, and other requirements. The issue now is that of mature communities, many in an imminent state of decline, which need to rekindle by public sector efforts the flame of economic development or manage the politically less appealing option of planning for decline. Ever the optimist, I believe the vast majority of communities in Nova Scotia have within their means the resources to generate renewed economic activity. Unfortunately, I also believe that once again the Department of Municipal Affairs will fail to provide leadership where necessary; unfortunate

because senior government has at its disposal the wherewithall to see that community efforts in economic development are conducted in an efficient and effective manner.

There exists persuasive arguments and examples favouring the participation of communities in economic development. The practice in the United States has been for senior government, particularly federal government, to fund local efforts in community development directly at the municipal level. Such efforts have largely been successful.

In Canada, municipal experience in economic development has been less widespread. Cities such as Halifax, Vancouver and others conduct economic analysis as a component of the more traditional land use control planning. The City of Ottawa has, in October of 1982, established an Economic Development Branch of its Community Development Department. The Introduction to the Proposed Economic Development Strategy for the City of Ottawa makes for interesting reading. I highlight the following excerpts:

> *"During the second half of the 1970's and into the 1980's, the economy of Ottawa as well as the economies of other municipalities throughout Ontario and Canada have experienced major changes in economic conditions and trends, the directions of which have been towards slower growth, relative decline and greater uncertainty. The shifts in economic growth and development trends are mirrored by the growing concern of local business and elected representatives over rising unemployment and welfare case loads, increasing business bankruptcies and company closures and the growing pressure to constrain government spending and municipal property tax increases combined with reduced provincial financial assistance and a relative decline in assessment revenue growth rates.*
>
> *Whereas the formulation of economic policies and programs has traditionally been restricted to senior government levels, the challenge facing the*

City of Ottawa and municipalities in general is to move away from the role of passive recipients of actions and initiative taken by the Governments of Canada and Ontario and to use the resources available to the City to promote and encourage local economic development. A corollary to this challenge is the need to deal more effectively with economic development issues in the municipal organization which requires new initiatives and more innovative approaches beyond the local government's traditional areas of responsibilities - service delivery, regulatory and approval powers as established through Provincial legislation and land use or physical planning.

Encouraging local economic development will require more than traditional forms of municipal involvement such as industrial promotion and local boosterism - a strategy which has been around as long as municipal governments have existed and which recently has received most emphasis and attention. The focus of an economic development strategy instead should be on developing farsighted, progressive and more effective policies and programs that will encourage and promote the growth of business offering the greatest long-term potential for expanding employment and capital investment, by improving the investment environment and strengthening the infrastructure needed to support the birth of new enterprises and the expansion and relocation needs of existing firms as well as new investment from corporations coming into the area from outside."

Does the City of Ottawa know something we don't?

In Nova Scotia, the experience in community economic development has been limited to community planning in a few enlightened municipalities, the rest being efforts by Industrial Commissions, BIDC's (Mainstreet), and agencies such as LEAD corporations established with federal or provincial funds. I believe that as soon as economic

development is divorced from the broad-based concensus and public participation that today is so very much in community planning, it then can no longer claim to be community economic development. I also believe that statements of policy in a planning strategy, without reasonable means of implementation, are valueless. The challenge to government and planners is to realistically blend the research, analysis, policy, and concensus that constitutes community planning with a myriad of development programs and agencies that may exist to implement such policies. Remember, a municipal planning strategy consists of "statements of policy for the management of the municipality" and statements "specifying programs and actions necessary for the implementation of the planning strategy". It is only a consequence of our long-standing fixation with land use control and zoning that prevents us from recognizing that the real tools of implementation of planning strategy policies are quite possibly foreign to the Planning Act. I believe that an Industrial Commission, Mainstreet Program, LEAD Corporation or Housing Society is every bit as valid a tool for implementation of planning strategy policy as a zoning by-law or subdivision regulation.

At this point an outline of the ingredients of an economic development strategy is in order. My source in this is the 1979 publication, The Practice of Local Government Planning. In keeping with my distaste for "boilerplate planning", I have incorporated modifications from other sources and from my experience in community planning and economic development in Windsor and West Hants. The first step in any planning process must be the definition and assessment of the process itself; an economic development strategy is no exception.

The central elements of an economic development strategy follow in the order in which they are logically conducted. Various factors such as availability of data, application within the community, and Planning Department resources will dictate the emphasis placed on each element. A working

knowledge of regional economics and economic analysis is obviously also of value.

1. Analysis of past economic trends, including much of the material typically found in a statistical profile, and information concerning construction activity, wage rates and municipal revenues and expenditures. This analysis is a comparison of information within the community to define trends.

2. Development of economic profile, defining major strengths and weaknesses, balance and diversity of economic activities, vulnerability to cyclical fluctuations, and economic specialization. This profile is a comparison between the community and other local economies.

3. Analysis of the linkage relationships between the local economy and the larger provincial, regional, and national economies. This analysis identifies broad economic areas in which the local economy may excel, or fall behind. Depending on the degree of sophistication demanded, government publications such as the Province of Nova Scotia White Paper on Economic Development, Building Competitiveness or the federal publication A New Direction for Canada may provide enough detail for comparison purposes.

4. Preparation of a comprehensive inventory of local assets and limitations, including all types of resources - physical, human, locational and organizational. This inventory will identify areas of competitive advantage, based on the information assembled in previous parts of the economic development strategy.

5. Examination of critical development factors and forces that will affect the future of the local economy, both external and internal, including technological trends, markets, local attitudes toward growth, availability and cost of developable land or commercial/industrial buildings, energy supply and cost of energy, and environmental constraints.

6. Isolation of the major growth potentials in the local economy, taking into account the factors noted earlier, among others, and expressing them in terms of types of economic activities and general location within the community.

7. Identification of future short and long term economic development activities in the community which will motivate public and private sector forces to capitalize on economic and employment opportunities, and which will remedy the limitations to economic development within the community identified earlier.

8. Evaluation of specific public issues and actions necessary if a community's economic potential is to be realized, including an evaluation of their direct bearing upon private investment and employment generators, and the fiscal and public service implications of these actions.

9. Selection of immediate economic development projects based on community development objectives, targeting, resources for implementation, and other factors.

10. Selection or establishment of implementing action, agency or program.

The economic development strategy just outlined proceeds from the general to the specific. It defines the local economy, identifies resource, labour and economic opportunity and advantage, and selects or establishes the means of implementation. From a planning process perspective the critical dimension is the identification of economic and

employment opportunity; from a community development perspective the critical dimension is opportunity of implementation. As community planners we must recognize that the two are mutually dependant and are equally deserving of our attentions.

I have a few reservations concerning the traditional framework by which community development agencies or "Third Sector" organizations have been established. I think such agencies are, by definition, action oriented and often fail to properly identify, analyze and interpret the community development issues they claim to address; my experience with Industrial Commissions and the Mainstreet Program would very much support such a concern. I also believe that community economic development agencies have too often tended to adopt a "holistic" approach, dealing with social, health, housing and other issues to a greater extent than the more limited economic and employment interests, and thereby fail to satisfy the economic and employment criteria by which they are established. Another concern is that third sector organizations tend not to appreciate the potential and the benefits of private sector participation; they tend to think in terms of community ownership and control of productive resources. I believe that private sector participation is perhaps the key element in sustainable community economic development efforts, as opposed to sustainable community development agencies. A community development agency should be known by its works, not by its acquisitions and assets. A final concern is that community development agencies should be funded on the basis of the market value of their activities; the consumer being the local, provincial or federal government, and on occasion the private sector. Traditionally, funding of community development efforts has reflected the political and public support for such activities, a fee for services arrangement is a much more sensitive indicator of validity than other alternatives, such as "core funding".

The above reservations concerning community development agencies would, in large part, be resolved through the preparation and judicious implementation of an economic development strategy.

I understand that some form of "long-term development plan" is now required for first time funding of anchor projects under the Provincial Mainstreet Program. I also know that there exists a substantial planning component in the establishment of federally funded LEAD Corporations. Although both practices are extremely encouraging, I would maintain that they are inadequate unless participation by local government is an integral part of the planning process. The most appealing aspect of community economic development efforts has always been the ability to benefit from "leveraging" - the practice of using incentive funds to elicit additional financial participation by other parties, thereby satisfying the objectives of all participants at the cost substantially less than sole sponsorship. I believe that optimal leverage is only possible when municipal government has a part in the planning and coordinating role.

More than two-thirds of this discussion on community planning and economic development has been spent outlining the need for local government interest and planning in community economic development. I think this is a fair reflection of my belief that the greatest impediment to success in community economic development is the resistance to municipal participation by planning professionals and government.

I think the urgency of the requirement for municipal participation in community economic development was well expressed by Mayor Cisneros when he stated that:

> *"the first dimension...against which (communities) will operate in the 80's is this whole set of issues related to economic change and economic transition. The second is that some (communities) will be victimized by the changes, and others will adjust. Planning must recognize the essential economic nature of (communities). (Communities) are a lot of things - where people live, where people go to enjoy themselves. But fundamentally, those (communities) that succeed have done so because the economic facts of life have worked for them. In some instances the economic facts of life are a port or a mountain range or some other*

geographical fact. In other instances it is man-made decisions that turn geography into an asset."

I intend to see that the municipalities by which I am employed are informed of their role in economic development so that they too will have the option of "man-made" decisions that turn geography into an asset."

PANEL DISCUSSION - COMMUNITY PLANNING - MORE THAN LAND USE CONTROL

Bob Frame
Assistant Director
Nova Scotia Museum

"Increasingly, planners are called on to address the issues of redevelopment, revitalization, and maximization of natural resources." This statement, from the description of the theme for this year's planning seminar, has a direct relationship to the concept of Sherbrooke Village as a community development project.

One of the principal functions of the Sherbrooke Restoration Commission, as spelled out in the Sherbrooke Restoration Act, is the planning of programs within the Sherbrooke planning area which will best employ the resources and people of the Village of Sherbrooke and the surrounding area.

The concept of Sherbrooke Village as a visitor attraction had its origins in the early 1960's, stimulated no doubt, by the high visibility and success of Upper Canada Village, a product of the St. Lawrence Seaway project. The idea was fueled by a widespread Canadian preoccupation with its identity and heritage in the years leading up the the celebration of Canada's Centennial in 1967. The initiative for the development of Sherbrooke Village originated with a citizen's committee which recognized the potential in the concentration of historic buildings in a defined area which were representative of a particular period and a particular experience in Nova Scotia village development. The fact was that the Village of Sherbrooke has been by-passed in the economic development trends of the 20th century and many buildings which once played a vital role in the 19th century economy, based on the lumber trade and stimulated by the discovery and exploitation of gold, were now standing vacant and under-utilized. The Sherbrooke Citizen's Committee spearheaded various approaches to government and kept the concept alive over a period of several years. Finally, the idea was given some impetus from an unexpected quarter.

Residents on the main street of Sherbrooke were experiencing problems with their wells. Indeed, the water supplies of several homes had such a high content of petroleum

(reputedly from leaking underground storage tanks) that the water was unusable. It was also becoming increasingly evident that the pristine quality of the St. Mary's River and good relations among neighbours could not long survive the presence of individual septic systems. Pollution problems came to the attention of the Director of Community Planning of the Department of Municipal Affairs. Harold Verge, then Director of Community Planning, was able to add support to the community's plan to attract development by marrying the funding for central sewer and water services to the proposal for the establishment of Nova Scotia's equivalent to Upper Canada Village. Thus, the Sherbrooke Village project emerged from the twin motives of providing economic opportunity in a deprived area and concern for the environment. All this was dependant upon the fragile historic fabric. It is the tension between the primary economic motive and the mandate to preserve the historic resource that presents the greatest challenge in the Nova Scotia Museum's management of Sherbrooke Village to this day.

Since the mid 1960's the Nova Scotia Museum has emphasized a grassroots approach to the operation and development of the Province's museum resources. Of the twenty-two branches of the Museum now in operation across the province, all are governed directly or indirectly by a board or commission composed of Nova Scotian citizens and thirteen branches are operated by local management groups which include municipal units, a planning commission and a number of local societies. In addition, forty-five seasonal and year round community museums receive a substantial portion of their operating funds in the form of grants from the Nova Scotia Museum. These partnerships with local groups allow us to spread scarce financial resources to an extent that permits the operation of a much larger museum program in Nova Scotia than would otherwise be supported. In addition, community involvement ensures a wide base of public support for Museum programs throughout the province.

Let's examine some of the issues of redevelopment, revitalization, and maximization of existing resources which planners are called upon to address in this seminar theme. The Sherbrooke Village project has had an unquestionably favourable impact on the economic and social aspects of the community. It has been, for some time, the largest single employer in the Municipality of St. Mary's. Eating places have been established, new houses and community facilities have been built. Husbands and fathers who once left the area for half the year for employment now find work at home on a year round basis. Women who never had an opportunity to work outside their homes are now employed. There is a new pride and confidence in the community which is bolstered by the interest of 40,000 - 50,000 visitors from outside the village each year. The pollution problem has also been addressed with the installation of modern water and sewage treatment facilities to service the entire village. However, these successes have not been achieved without some failures and some community tension. I have already mentioned the challenge faced by the Nova Scotia Museum in reconciling Museum objectives with the economic objectives which are the very foundation for the existance of Sherbrooke Village. A delicate balance is continually maintained between the objective of providing the maximum employment of the local people and the need to employ people with specialized skills or to provide adequate training to local workers. Sherbrooke Village employees require constant reminders that their future employment security depends upon providing a high level of service to the public attracted to Sherbrooke Village and the wise use of the heritage resources, both cultural and natural.

The round of prosperity brought on by the exploitation of the historic resource has stimulated pressures for development which threatened to consume the source of prosperity. The desire to change and improve, to join the modern age often has negative implications for the historical ambivalence which we are attempting to protect and market to visitors to the area. Land use regulations which were drawn up under the provisions of the Sherbrooke Restoration Commission Act fifteen years ago have proven to be unmanageable, unenforceable and are in the process of being officially abandoned.

Finally, one of the most difficult issues surrounding the early development of Sherbrooke Village was the disturbance of what had been a tranquil if not prosperous, village life. Tensions were created around issues such as the relocation of some homes, the inconvenience of sewer and water, underground wiring, construction projects, the seasonal invasion of large numbers of visitors to the village and competition for available jobs. For a time, the community which had long sought such development turned on the monster they had created.

I suggest the greatest challenge facing those of us who are involved in community development is the establishment of mechanisms to ensure the development and maintenance of a common sense of what is to be achieved by the community and how to go about achieving it. Planners would do well to look beyond land use issues in community development.

PANEL DISCUSSION - COMMUNITY PLANNING - MORE THAN LAND USE CONTROL

Lester Settle
Economic Development Sector
Voluntary Association for
Community Development (VACD)

I commend the conference planners for the topic 'Municipal Planning Strategies - More Than Land Use Control'. I would like to illustrate my interest in this matter by relating the experience of the West Colchester Rural Development Association (W.C.R.D.A.) since 1975. The county planning process really stirred the ire of people, to the point that they decided to take more control of their own destiny, and follow what I consider a proper planning process. My training in planning was obtained through the church, and was not in land use planning. What I learned about planning was that you put people first, and all else follows.

When I returned to a small community having served the church for a few years in Toronto, I found the people in West Colchester very upset with the planning process to which they were being exposed. They felt it was being imposed because they had little part in the process, and they reacted in a very negative way. I had not seen such a large turnout of people, in my ten years in the community, as for the municipal plan presentation. It was certainly larger than my congregation I'd had in church, and more vocal. It was obvious that things had to be cooled down, and the effort directed in a more positive direction.

The W.C.R.D.A. had been organized through impetus from A.R.D.A in the 1960's. I had been President at one time, and when I moved in 1970, was secretary. I discovered upon my return in 1974 that there had not been a meeting in four years, and that I was still secretary! The attempt to implement the municipal plan served to re-activate the dormant organization. It had accomplished some things: statistical material had been gathered, and some economic and social analysis of community areas had been done. In any event, we devised a program to fit a grant structure then available, and were successful in employing four university students to conduct a community survey.

It was decided to interview 10% of the 7,000 residents in the "community" stretching form Lower Five Islands to Debert. None of the students was studying planning, which was an advantage to us probably! We must admit to getting advice from the Provincial Community Planning Division, and other experts, in developing a proper survey questionnaire and in selecting a random sample of the population.

The views and opinions of residents were collected and documented in our first 'planning activity'. I consider that experience the best I've had in "community planning", in its broadest and fullest context. People were asked what they thought of the community, its future, and what kinds of services were required. The results of the survey comprised not a formidable document - rural people are not terribly verbose or polished, but can read and understand reports! It contained definite recommendations and insights which were considered at a day-long seminar. There were practical recommendation - beyond the scope of a Municipal Development Plan intended to deal with land use matters. Forestry development matters were discussed - and are still being pursued today. Farmland preservation was raised as an issue - much as it had been in the municipal plan. Tidal power - then being studied, and still being studied - was an issue; simple matters emerged as priorities - a lifeguard at the beach ahead of establishing an industry for example - tide time information should be readily available. Beach sand and gravel removal was a concern - ironically, it had been dealt with in the ill fated municipal plan. Industry should not threaten or exploit the environment. Future housing development should take place in hamlets with some servicing in recognition of an increasing pollution problem. Projects were identified that could and should be undertaken by the association. One such was the need for a local banking service - and there is today a small Credit Union operating as a result. Another was tourism promotion, which led to the establishment of a bed and breakfast program and three craft bazaars. The association was involved in seeing an artificial ice arena established at Debert. A program

was instituted to address erosion problems, and after delays and setbacks we think there is going to be a pilot project this year. It was recognized that the telephone system was archaic, and major effort to up-grade and improve service was undertaken.

None of these matters was perceived in the initial plan that had been presented. The highly trained and skilled people - the planners available to the County - had not discovered where the pulse of the community really was. People weren't concerned about the size of lots, and didn't like restriction, but did recognize that there are positive things that they could do, and have a very significant planning process.

The upshot of the survey and seminar was, if we're going to accomplish these things and we've only got a voluntary association to do it we need to have at least a part time person available to do the things that we have laid out to be done. Obviously we couldn't do them all at once. Some priority had to be given to these activities. We were able to persuade different Provincial Departments in those first years to provide us with $7,000 to employ a part time resource officer. That enabled the association to have someone coordinating, doing research, communicating, and stirring up the people and keeping them awake. I think a great deal has been accomplished because we went through a process which was a lot more than land use, and was a lot more fruitful in its result than land use. We still have land use issues there and we will always have them, but the process that we were able to engage in, by our sheer amateur ability, enabled us to get a few things done that people felt essential to community life.

The final thing I want to say is that one aspect of community planning that I feel is so lacking - not only in community planning but also in our educational system and our church system which I am closely related to - is the understanding of how rural communities and rural people think, and function, and what are the cultural and

historical practices in those communities by which decisions are made and by which progress is made. I suppose one could ask for a show of hands to see how many people in planning today have taken a course in rural sociology, or have any training along that line. I took off a year after spending fifteen years of my life working in rural communities. I decided perhaps I'd better get this put together in some kind of system that I understand. A study of that discipline (sociology) was very helpful to me in discovering how it is these people function and how they think, what their goals and objectives are. I think they are very different from more suburban or urban or industrialized communities and we have to take that into account. It's very pleasant for me exploring this today. I hope this little case history has been somewhat useful.

SCOPE:

Under the provision of the new Planning Act, a municipal planning strategy may include statements of policy with respect to:

- improvement of the physical environment,
- requirements of staging development,
- provision of municipal services.

While the inclusion of policy statements on such matters in a municipal planning strategy is discretionary, these same elements are directly embodied in each community's corporation strategy through their current and capital budgets. A panel of three provided several different perspectives on finanacing community development and its relationship with municipal planning strategies.

PANEL:

Wayne Gibbons - Director of Planning
Town of Kentville

Barry Zwicker - Director of Planning
Town of Bedford

Dan English - Chief Administrative Officer
Town of Bedford.

DISCUSSION:

Wayne Gibbons opened the session with an outline of Kentville's current problems, the resolution of which he felt would require better municipal and financial planning. Kentville, which has a population of 5,000 has had a municipal planning strategy in place since 1980. The strategy has identified capital works projects and has attempted to integrate the capital program and budgeting with municipal land use planning. The strategy has been successful in many areas but problems remain.

Although a large amount of money has been spent in Kentville's central business district in recent years, traffic circulation is still a major problem. Part of the reason for this is the one-way street system in the downtown which results in people driving continuously around until they find a parking space, which, because of people's reluctance to walk very far, must be very close to their destination. Another problem is the lack of space in the central business district for commercial expansion. The few existing vacant parcels of land are used for parking lots. The central business district is also physically constrained due to floodplain areas and steep slopes. Policies should address these problems. Studies of these problems should:

- investigate changing to a two-way street system,
- determine the feasibility of constructing a multi-level parking garage,
- consider the relocation of existing uses not entirely compatible with the downtown area (rink, warehouses).

As these policies imply significant capital expenditure, the ways and means of financing these community projects should be addressed and incorporated into the municipal planning strategy.

Barry Zwicker began his presentation with a brief description of municipal planning in Bedford since the town became incorporated in 1981. The principle of planning growth in a community which is financially capable of providing its citizens with services was one of the main incentives of incorporation. A municipal planning strategy was adopted in 1982.

The municipal planning strategy addresses the financial aspects of the town and relates them to land use issues. It makes allowances for a full range of land uses and generally attempts to allocate land for these various uses, trying to achieve some form of compatibility between uses and allowing for sufficient vacant land to accommodate future

growth. One of the basic starting points centered around existing services, such as the location and capacity of water and sewer services, location and capacity of schools, and the capacities of the fire and police departments to provide protection. The result of this analysis was the realization that different types of uses have significantly different impacts on services. For example, the location of industry outside the core of Bedford has less impact on the town in terms of providing services than residential development which requires more police protection, school bussing or school construction, and playgrounds. This led to the creation of a residential development boundary to keep residential development in those areas where the infrastructure was in place. There has been pressure to alter this boundary, one of the strongest being a C.M.H.C. land assembly near Jack's Lake. Before the Town makes a decision, however, a major study will have to be undertaken.

Bedford is probably the fastest growing town in the province and the Town is well aware of the financial implication of development and will no doubt proceed cautiously in accommodating that development.

Dan English presented his perspective as the chief executive officer for the Town of Bedford regarding the matter of municipal planning strategies being more than land use control documents. He has been attempting to promote what he terms 'corporate planning'. A corporate plan would incorporate:

- the on-going changing views of long term objectives linked to the capital budget,
- the shorter term policies linked to the operating budget,
- actions the Town is committing itself to, in order to achieve these objectives,
- management and political processes which will enable the Town to plan, control, evaluate, and alter, if necessary, the Town's goals, objectives, policies, and activities in the way in which they relate to changing problems and priorities.

Developing a town based on a land use plan alone without the benefit of a corporate plan is similar to constructing a house based solely on a set of blueprints. What about financing the construction? How much money would be required? What is the time period? What are the priorities? The set of blueprints alone does not provide that information. In order to properly plan for a municipality, a corporate plan should address demand on municipal services, the current regulations, and the relationship with other levels of government. It should consider the resources, activities, and functions of the municipality. It should be concerned with the allocation of both human and financial resources, inter-departmental coordination of management information and decision making.

One area where the present municipal planning strategies appear to be lacking is that they fail to address the goals and objectives of all departments within a municipality. A corporate plan, by being comprehensive, can embrace all types of activities, functions, and resources within a municipal corporation. It could integrate and coordinate all departmental plans for the town into one complete management approach. Adopting an overall and global corporate plan, whether it be done as a municipal planning strategy or not, can only lead to improved and better decision making by municipal politicians. The key element is that a municipality, as a corporate whole and through planning will know what it is trying to achieve, and when and how to get there.

SCOPE:

An outline on how community development through municipal planning strategies can alter the course of a small fishing/tourist community into becoming a major regional factor.

PANELIST:

Harvey Lewis - Mayor, Town of Louisbourg
Chairman, Louisbourg District Planning and Development Commission

DISCUSSION:

Mayor Lewis opened his remarks with the following statement:

> *"I want to make the case today that planning strategies can be meaningful to the developing regions of the province. By developing regions, I mean those wide geographic areas made up of a town and its hinterland or a grouping of communities and hinterlands whose economies may be stagnant or unstable; whose citizens' concerns centre on present and future needs for jobs and security; and whose local governments may even be struggling for survival. I am sure we share the view that a meaningful planning strategy considers social, political and economic development aspects sincerely. It studies realistic development opportunities before employing land use by-laws and other legal devices in order that they will encourage development opportunities on land or water to take place. In developing regions, then, the planning strategy becomes positive, all the way, in support of employment, economic stability, growth and improved quality of life goals."*

Mayor Lewis reported that Louisbourg and District has a new meaningful strategy that was adopted by the Louisbourg District Planning and Development Commission on March 12, 1985. The planning process has identified major opportunities in fisheries, fisheries education and tourism, all of which respond to the goals mentioned above. The strategy and its process of preparation with public understanding, will facilitate the realization of these opportunities in the future.

Mayor Lewis explained that Louisbourg is at present a small but important employment centre in Industrial Cape Breton. The major employers (National Sea Products Limited and Parks Canada) employ 800 people from the region. The opportunities are regional development opportunities and Louisbourg is asserting its role in regional development.

The planning process began at the time when land was being acquired and reconstruction work had begun for the National Historic Park in Louisbourg. A number of land use planning studies were undertaken to establish how the community of Louisbourg would relate in future years to the neighbouring Fortress of Louisbourg. All of the "Old Town" was eventually acquired and houses were moved or destroyed. The National Historic Parks' concern centred on how and where visitors would approach the general area planned for a recreation centre, etc.

The planning work of that day led to the assembly of masses of information regarding the physical character of Louisbourg. It was during the mid-seventies that Louisbourg and District was declared a tourist destination area under a Federal/ Provincial Subsidiary Agreement on Tourism. This led to more funds being made available for planning projects appropriate to a destination for tourists. At the same time, the Community Planning Division was interested in formalizing planning and development control under a municipal development plan and zoning by-law. The planning method employed the participation of a local citizen's action group. A social planner and designers from M.R.M.S. were engaged by the Community Planning Division to work closely with the community in identifying development

projects that referred to tourism but which might respond to the peoples' concerns for more recreation related facilities. The concept of a large exhibition structure that would double in winter as a rink; a small village of craft workshops; and tourist accommodation was planned on five acres of Town owned land on the waterfront. The planning work resulted in four products: a $600,000 joint Federal/Provincial funded craft centre, a municipal development plan, a zoning by-law, and a monthly community newsletter, "The Seagull". All were generated with community involvement. The craft centre project which necessitated the formation of a management company, Harbourfront Park Limited, and a society, Louisbourg Craft Workshops, is a year round employer of local craftspeople.

What is an appropriate mechanism for regional development? Certainly, in the free enterprise economy, it can be agreed that the private sector should take initiative and be the catalysts. However, in developing regions, the scarcity of entrepreneurs with sufficient capital to back sizable projects is one of our major problems. Even with generous infra-structure and loan incentives, entrepreneurs aren't busting to grab the opportunities that are known to exist.

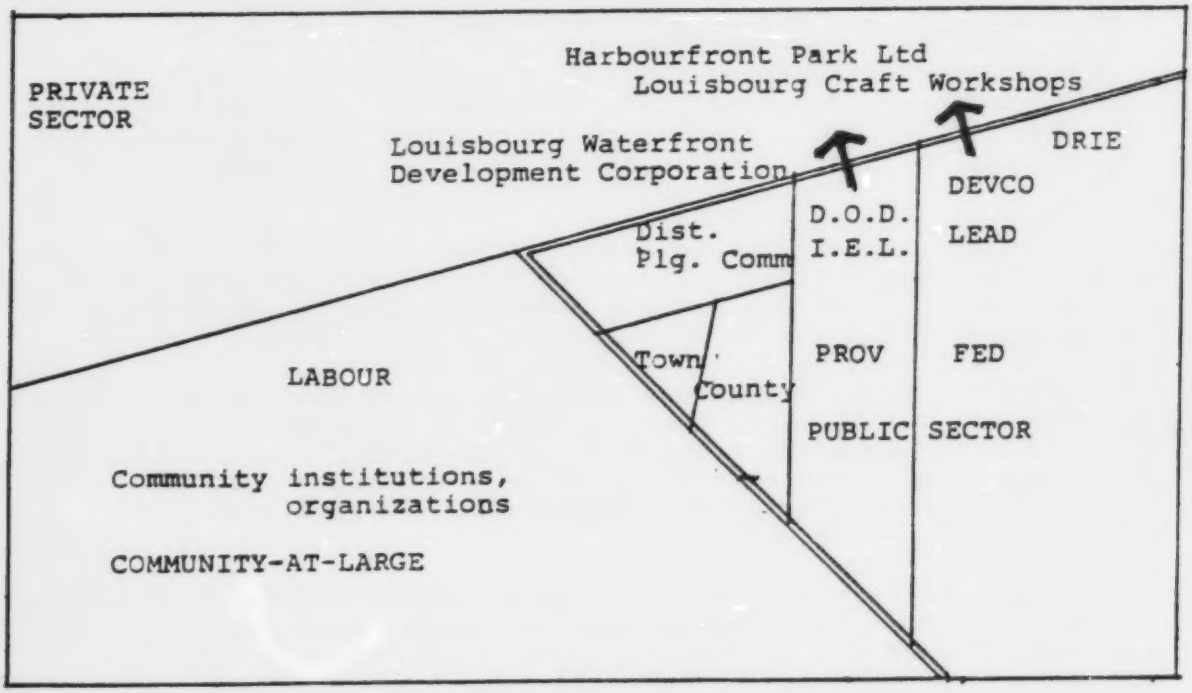
At Louisbourg, the Commission drew on the experiences of an evolving process of regional development whereby communities are setting up their own private sector development commission and corporations. The Commission looked at Louisbourg's own success in the early 1950's when the Louisbourg Development Company raised capital and secured and donated the land for a fish plant that now employs 400 people. We looked at the successes of PICORD, Bridgewater, Truro, and Annapolis Royal among others before we established our own Harbourfront Park Limited and the Louisbourg Waterfront Development Corporation.

It is just recently that the community private sector corporations have been legitimized and accepted as worthy regional development partners by government, the private sector, and by citizens. Their existence came about as a result of political change and there was, as one would expect, a quake in the aftermath as these communities

shifted their institutions; as the Commission witnessed the LEAD program, for example, encouraging communities to do development planning and establish LEAD corporations. LEAD is now being integrated within the planning strategy framework at Cheticamp. VISION is another LEAD planning project for Industrial Cape Breton.

The reason that community private sector corporations can be effective is because of the direct access the private sector affords to federal programs as well as provincial programs.

The diagram (below) is useful in understanding the relationship of Louisbourg's private sector agencies to governments and the access they have to provincial and federal programs.



The core funding for Louisbourg's developmental planning, as mentioned, came mostly from the Department of Municipal Affairs, Community Planning Division. As occasions demanded feasibility studies, funds were obtained on joint sharing arrangements with the Department of Development and DRIE under a subsidiary agreement; from DEVCO; and in one instance from the University College of Cape Breton.

Essentially, the planning process involved the building and testing of ideas and as ideas proved feasible, an implementation mechanism was created to follow through. In 1983 the Commission commenced construction of a $2.8 million Fish Quality Enchancement Terminal I funded by a federal Special Capital Recovery Program Project fund and by the Province and DEVCO. Another waterfront redevelopment was added, a Fisheries and Marine Exhibition Project which cost approximately $380,000. These projects were implemented by the Louisbourg Waterfront Development Corporation which was created by an Act of the Nova Scotia Legislature just two years ago. Altogether, the waterfront development projects represent $4 million in new investments to the community.

The following is a quote from the Planning Commission's 1984 Annual Report which summarized our activities in 1984:

> *"much of the groundwork laid by successive years of planning effort by the Commission began to be expressed physically and dramatically in 1984 with the completion of the Fish Quality Enhancement Terminal facilities; the creation of the Fishermen's Memorial Chapel from the old railway tunnel; the building of the Local History Exhibit and Senior Citizen's building; the construction of an exhibition site and display structures; and with the landscaping and gardening projects in the town.*
>
> *At the commencement of 1984, the Town and district faced the continuing gloom associated with the uncertain future of the National Sea Products plant which had shut down the previous August. Fortunately, the economic activity initiated by the Commission's long range waterfront development planning helped sustain the community. By the*

time the plant reopened in mid March, waterfront projects were providing forty-two jobs to local tradespersons and labour (not including the work forces employed by local contractors) with a monthly payroll exceeding $80,000.00. The total 1984 payroll for waterfront projects was $485,000.00 with employment having been given to 82 persons, 21 of whom were summer students. The result is an almost complete transformation and modernization of the waterfront, extending from the craft centre to the government wharf that will bring benefits to the region's fishing and tourism industries for years to come. Certainly the result in economic development terms is obvious to residents and visitors; however, it must be mentioned that in terms of social development a new attitude on the part of the citizens seemed to be born.

This new spirit, reflecting an optimism about the future, is bringing about renewed understanding, co-operation and volunteerism in the community at large. All of these elements are needed if the Commission is to maintain, in 1985, the momentum gained in 1984."

This year, it is expected that some 80-90 new fulltime jobs will be supported by the development undertaken to date on the waterfront. Work shall carry on to realize other opportunities which have been identified, and demands for land and various uses are now nicely provided for in the municipal planning strategy. These development opportunities, having a total construction value of $30 million, include the Fish Quality Enhancement Terminal II, the Fisheries Institute campus of the University College of Cape Breton, a student residence/tour bus hotel, a Regional Marine Centre, a Fleur-de-Lis travelway connector link,new promotion programs for tourism.... and so on.

When completed, waterfront development projects should employ 250-300 persons on site, and both direct and indirect employment should be about 700-750 new jobs. These developments require public sector infrastructure investments; however, most of the capital requirements and the operation of facilities and new businesses will be undertaken by private sector enterprises.

Discussion followed Mayor Lewis' presentation regarding how private investment competes with public investment. Mayor Lewis expressed the view that the concept is changing today. Private investment usually follows the public investment and in the case of Louisbourg, private enterprise has shown a keen interest in Louisbourg.

There was some discussion regarding failures in Louisbourg - where it has taken five years to change the residents' attitudes. When one project does not succeed, there is a return to the "old way". In time, however, new attitudes will prevail.

CONCLUSION:

Planning programs designed to accommodate municipal planning strategies and land use by-laws are essential in transforming small communities like Louisbourg into self-sustaining entities. However, in many cases,government funding is required to assist in the preparation of studies and improvements to infrastructure. In most cases, private investments will follow.

SCOPE:

This session examined, by way of a case study of the Town of Louisbourg, the potential of small scale industry in a community's development strategy.

RESOURCE PERSON:

G. Robert Parker - Principal
G. Robert Parker and Associates

DISCUSSION:

The development of craft workshops in the Town of Louisbourg during the 1970's was one of the many ventures for community development in the town during that time. As part of the process of development of these craft workshops, a number of objectives were developed:

1. to increase tourist activity in the town,
2. to generate both direct (direct employment) and indirect (spin-off) economic benefits,
3. to introduce a new concept in souvenir and gift items reflective of both the Town of Louisbourg and the Fortress, priced between $3.50 and $7.00 per unit.
4. to develop something that would serve as a model for other communities,
5. to build confidence in the community,
6. to realize local development objectives, in particular to act as the first step in the re-establishment of the town,
7. to achieve self-sufficiency in a pragmatic business sense.

The groundwork for the establishment of these workshops began early in the 1970's with the establishment of the Planning Action Committee. The principal recommendation of this Committee was that a craft centre be established. The exact form of this centre was not fully defined at that time. It was not until 1978 that there was some further development with respect to this project. It was at that time that the Town of Louisbourg was designated as a tourism destination centre and subsequently, received approximately $600,000 through the subsidiary agreement in which the Federal and Provincial Governments, the Development Commission and the Town were involved. Those anxious to establish these craft workshops were still unsure as to its actual form, therefore, a feasibility study was undertaken. This study identified three options:

1. an artisan type operation,

2. a (so-called) heavy industry, and

3. a limited production workshop.

The third option was eventually chosen. A 1980 document made further recommendation regarding the craft operation. It recommended a careful selection of the type of craft operation needed. Further, it was recommended that this must be supported by a sound business plan. The report pointed out that these types of operations would be high risk businesses and therefore, public involvement and money would be necessary. However, it was realized that by instituting a limited production technique, full-time, year-round employment could be provided for local people with little or no training necessary. The Fortress of Louisbourg and imagery of the area would form the local point of the crafts produced in these workshops. It was recognized that the limited production technique afforded the production of a quality product. Therefore, in order to make full use of the advantages of the limited production technique, and have a product which can be successfully marketed, these workshops should produce so-called "world class" products. In order to do this, standards in both the design and production stages must be high.

Background studies were completed, the initial decisions made. The project was brought onstream. In order to accomplish this, the Louisbourg Harbourfront Park Limited was established. This formed a part of the already existing Waterfront Development Corporation. This corporation had a Board of Directors from a diverse background ranging from top officials within municipal government to business members of the community. They had a strong commitment toward this project and it was principally their efforts that actually brought it to fruition.

The next major step in this process was the acquiring of funds necessary for the establishment of the businesses. This included money required for the purchase of machinery as well as the training of personnel. Both private and public sector money was used. Bank loans were used to secure money until some of the public sector money was made available. With respect to the latter, money was made available through the DREE Tourism Subsidiary Agreement, from DEVCO, a major portion from the LEAD program, as well as training money available from Canada Manpower.

In bringing the limited production workshops onstream, efforts were made to follow the original objectives of the project. Four processes were decided upon: silk screening images on wood and paper products; press moulded ceramics; metal modeling such as small figurines; and etched and engraved glass works. It was anticipated that five to six year-round, full-time employees would be required with up to twenty working at peak times during the summer months. Middle aged women, because of their high level of unemployment, formed the target employment group.

The marketing of goods produced in these workshops was to be accomplished in two ways. Retail shops adjacent to the workshops formed a seasonal outlet for the goods. In addition, wholesale marketing of these products was to be done on a year round basis.

CONCLUSIONS:

There were a number of lessons learned, both negative and positive, during the process of establishment of the limited production workshops.

The lessons follow:

1. This was a high risk venture which had not been attempted elsewhere in Canada, although it had been in Scotland and the United States. Initially, there was a lack of operational funds. There was also a lack of confidence on the part of the town's folk, who were skeptical about undertaking such a high risk venture.

2. Those in key leadership positions must have an understanding of the project and be willing to run with the project. There must be political will to support such a venture.

3. The location of the community is a key factor in finding good managerial and marketing staff as well as obtaining necessary supplies and marketing the product.

4. As well as having political support, it is important in government to have individuals with entrepreneurial skill so they understand the process and support it.

5. It is important to recognize the so-called "poggie syndrome" which is present in communities where unemployment is a chronic problem. In this type of situation, there are added problems in attempting to secure employees.

6. There may be come difficulty in finding and securing persons within your employment target group as laid down in the objectives of the project.

7. Political factions within the town align themselves behind issues and throw roadblocks to interrupt the natural development of a project.

8. The idea of risk taking is not seen as a normative part of the planning process and, therefore, is an additional hurdle which must be surmounted.

Although there are fewer positive lessons learned, they are nonetheless significant. They are as follows:

1. The establishment of these limited production workshops has realized the first two major planning objectives, i.e., to increase tourist activity in the town and to generate both direct and indirect economic benefit.

2. In addition to meeting these primary objectives, it has also fostered a new sense of pride and confidence in the town's folk.

3. This project had a committed Board of Directors particularly during the critical developmental years.

4. Council, through its municipal planning strategy, showed concrete support for the development of these workshops. Even with this support, however, there must be an organization outside the Council like the Louisbourg Waterfront Corporation to carry out community development of this type.

Finally, the principal lesson learned is that developmental planning is quite different from what is typically seen as statutory planning. In addition, it is worth noting that in the development of limited production workshops in Louisbourg, the Planning Act was not used specifically to accomplish this.

DISCUSSION:

Luxurious facilities, like those available in Louisbourg, are not necessary in the establishment of this type of limited production workshop.

It is necessary to understand the local situation and the objectives of the individuals within the community before setting up the limited production workshop.

From a development control standpoint, these limited production workshops are not to be thought of as cottage industries but rather small scale formal industries.

At present, these workshops are doing contract type work for outside organizations such as Parks Canada, restaurants, etc. Any of these new undertakings must be money making ventures. This is essential since government funds are steadily declining and the project is at a time where it must stand on its own feet.

SCOPE:

The session focussed on the role an Industrial Commission can play in attracting new industries to a community.

PANEL:

John Hirtle - Former Executive Director
Bridgewater Industrial Commission

Don Bayer - Director of Planning and Development
City of Dartmouth

DISCUSSION:

John Hirtle began with a brief history of the Bridgewater Industrial Commission, focussing on the Town's efforts to attract Michelin Tire (Canada) Limited to establish in their Industrial Park. Michelin had never located a plant in a centre having a population of less than 75,000 people.

The major problem faced by the Town after the acquisition of land for its Industrial Park, was in the high cost of servicing. The solution was to phase development (twenty-five acres in the first phase) with financial aid from the Atlantic Development Board, the forerunner to DREE, now DRIE - the Department of Regional Industrial Expansion.

Once Michelin was established and operating, the Town realized planning was necessary to attract further industries to increase the tax base. Harold Verge was employed to do a municipal development plan and zoning by-law for Bridgewater. Soon after, the Industrial Commission (renamed the Bridgewater Development Commission), decided that the town needed an Industrial Mall as well as the Industrial Park. The Bridgewater Industrial Mall opened in November 1984 with full occupancy.

In order to accommodate this growth, and plan for the future, Harold Verge suggested the Town begin residential land banking. Landbanking would enable the Town to keep the cost of serviced land to a minimum and plan for orderly growth.

Don Bayer described the make-up of the City of Dartmouth's Industrial Commission. There are currently twelve members, six from Council and six members of the business community.

Dartmouth developed the Burnside Industrial Park in the mid 1970's, using the same Federal and Provincial programs as Bridgewater. There are 2,000 acres available for development. The price of each parcel is determined by Council and includes services as well as detailed site plans. Unlike the Bridgewater Industrial Park, Burnside is geared for small industries, rather than the Michelins.

The Industrial Park is zoned appropriately in the land use by-law and both the municipal planning strategy and the land use by-law are updated regularly so that prospective industries will not have to wait for amendments to be approved by Council.

A major factor in the success of Burnside is its location to the metropolitan area and to the Halifax International Airport. Another factor in its success is the active promotion it receives from the City (more than $50,000 per year is spent on promotional material such as booklets, detailed site plans for each parcel, etc.). Also, development standards throughout the Industrial Park are consistent - e.g., there is a height restriction of three storeys.

One problem has surfaced because of the Industrial Park's attributes - that is the desire of office buildings to locate there, because of free and ample parking, access to and from the park, etc. This conflicts with policies in the municipal planning strategy which are trying to strengthen Dartmouth's downtown commercial core.

The success of Dartmouth's Burnside Industrial Park is reflected in the change, over time, of the City's tax base ratio. Prior to the Industrial Park, it was 80% residential to 20% commercial/industrial. Today it is a much healthier 55% residential to 45% commercial/industrial.

CONCLUSIONS:

Both panelists pointed out the benefits of forming an Industrial Commission and having a municipal planning strategy and land use by-law in place for attracting industries to an Industrial Park or Mall. Location is a major factor regarding markets and shipping costs. Ample free parking and good access and egress also play major roles.

The most important factor stressed by both panelists, is the availability and suitability of serviced lands - both industrial and residential.

SCOPE:

An outline of Department of Development programs related to local development strategies and community based projects.

PANEL:

Bill Oland - Field Services Division
Department of Development

Lance Hale - Executive Director
Voluntary Planning
Department of Development

Lee Thompson - Project Manager
B.I.D.C.
Town of Truro

INTRODUCTION:

Local development strategies and community based projects can find some financial and organizational assistance from senior levels of government. The Department of Development represents perhaps the largest source of support for economic development projects for the Province of Nova Scotia. The panel discussion included several different perspectives on the current activities of the Department of Development including:

- programs relevant to community and industry,
- unique role of the Department in facilitating and assisting groups in identifying and undertaking community based development strategies,
- experiences of a community making use of one of the Department's more visible community based programs - Mainstreet.

Bill Oland outlined a broad range of programs and services available through the Department of Development to communities and municipalities:

1. Mainstreet Program - provides cost sharing on facade improvements to downtown businesses in communities participating in the Mainstreet Program.

2. Provincial Employment Program (P.E.P.) - summer employment for students.

3. Industrial Mall Municipal Tax Rebate Program - gives tax relief to tenants in incubator malls.

4. Program for the Disabled - encourages the public and private sectors through a wage subsidy to provide employment for the disabled and helps disabled persons acquire new skills or use their existing abilities effectively.

Programs oriented to the private sector include:

1. Youth Entrepreneurial Skills Program - offers up to a maximum two year $5,000 loan, interest free for one year, for youth ages 16-24 years inclusive to establish new viable businesses.

2. Machinery and Equipment Tax Rebate Program - encourages expansion in the manufacturing and processing sector by reimbursing firms for tax paid on the first $1,000,0000 of their machinery and equipment assessment.

3. Task Force Industry Program - intended to stimulate the creation of new (incremental) jobs within the private sector through wage assistance for expanding their workforce.

4. Rural Industry Program (R.I.P.) - offers capital grants up to 50% of project costs to a maximum grant contribution of $10,000 for Nova Scotia manufacturers and selected service industries outside the Halifax/Dartmouth city limits to establish, expand or modernize their facilities.

5. Consulting Assistance Program (C.A.P.) - helps small businesses retain professional counselling to address specific non-recurring problems. The program currently provides grants of up to 65% of the consultants fees to a maximum Provincial contribution of $2,000.

6. Trade Expansion Program (T.E.P.) - offers grants to Nova Scotia manufacturers and selected service industries to attend trade fairs and exhibits, conduct market identification investigations, attend market education courses and host incoming buyers.

7. Product Development Management Program (P.D.M.P.) - provides grants for Nova Scotia manufacturers to design and develop new products, to enhance product development management and to plan effective marketing strategies.

8. Black Business Opportunity Program (B.B.O.P.) - helps establish or modernize all black owned commercial undertaking engaged in primary resources, processing, manufacturing or services; and also provides financial assistance to black business people furthering their business education.

Long term financing is made available through the Small Business Development Corporation (S.B.D.C.), the Nova Scotia Resources Development Board (N.S.R.D.B.) and Industrial Estates Limited (I.E.L.) at competitive rates.

Lance Hale explained that Voluntary Planning is an agency of the Department of Development involving seventeen sectoral committees governed by a Board of Directors and private sector representatives. The function of Voluntary Planning is to orient groups into some form of organized planning. Voluntary Planning provides a vehicle by which the private sector can voluntarily become involved in development planning and make direct representation to all levels of government.

Some current activities of sectoral committees include:

1. Tourism Sector - review of tourism statistics for Nova Scotia over the past decade from the tourist operator's viewpoint.

2. Agriculture Sector - development of a strategy for the next ten years with representation from the landowners and land users.

3. Education Sector - development of a curriculum for Grade 4 students so they can 'understand what land is all about'.

Other networks have emerged from an expressed need for recognition and collaboration of voluntary planning which include: Voluntary Association of Community Development (V.A.C.D.) - a coordinating group representing voluntary associations for community development work in Nova Scotia. Each association coordinated through V.A.C.D. operates as a separate entity concerned with both social and economic aspects of communities.

Lee Thompson explained that Truro has three organizations working together to promote the downtown - a Business Improvement District, a Parking Commission and a Business Improvement District Commission. Through these organizations, the downtown of Truro has been revitalized, facades have improved, parking problems have been alleviated and advertising and promotion has increased.

The B.I.D. Committee is comprised of seven merchants and two Town councillors working with Mainstreet. There is a 60% cost sharing from the Mainstreet Program available to merchants for parking, sidewalks, landscaping and facade improvements. The merchant proposes projects through the B.I.D. Committee, Council controls project approvals and Mainstreet controls funding. The Mainstreet Program has resulted in increased retail sales and business assessments in Truro.

The Parking Commission also works with Mainstreet. Individual developers are not responsible for parking, which in turn leaves more of the downtown for commercial development. Five hundred new parking spaces have been provided by the Parking Commission through the 40-60% cost sharing with Mainstreet.

The Business Improvement District Commission (B.I.D.C.) is the umbrella organization for the other organizations. The Commission sets area rates to raise funds which are used by the B.I.D.C. for promoting the merchants in downtown Truro. The B.I.D.C. is also a liason between the merchants and Mainstreet.

The Truro example demonstrates how successful a Mainstreet Program can be with the three organizations working together.

SCOPE:

This session examined the close inter-relationship between heritage and tourism. The experience of Annapolis Royal was used as a case study to illustrate the successful combination of municipal planning, tourism, and heritage conservation.

PANEL:

Michelle McKenzie - Marketing Assistant
Deparment of Tourism

Brian Cuthbertson - Head, Heritage Unit
Department of Culture, Recreation and Fitness

Paul Buxton - Executive Director
Annapolis Royal Development Commission

DISCUSSION:

Michelle McKenzie emphasized Nova Scotia has a valuable heritage resource that can be marketed for its tourist potential. Tourism brought more than $600 million to the province in 1983. The Department of Tourism has been actively promoting heritage as a tourism experience. She displayed magazine articles and advertisements which had been placed in various publications in the United States and Canada.

Brian Cuthbertson spoke about his role as Head of the Heritage Unit of the Department of Culture, Recreation and Fitness. This unit was responsible for the Heritage Property Act and is concerned with the 'built' heritage of Nova Scotia. He stressed the real gains in heritage preservation had to come over the long term. Heritage has to be considered as a factor in planning and other processes of community change. It must first be good for the community, then the tourism aspect will evolve on its own.

In the short term, there is little of significance to be done. The Department is registering buildings of merit, creating an inventory of the heritage resource, starting training and educational programs, and producing literature on the subject.

Paul Buxton related the situation in Annapolis Royal. Faced with a declining economy, the Town of Annapolis Royal decided to use tourism as a tool for recovery and heritage was the key element in the strategy. The Town's planning program became an important overall coordinating exercise providing unity and focus over the long run.

In order to be successful, Mr. Buxton suggested that heritage had to be alive and active, something the people could experience and not merely look at. In that regard, he thought that 90% of the museums in the province should close because 'a bad museum does more harm than good to the tourist industry'.

The session concluded with a slide presentation of the heritage preservation activity in Annapolis Royal.

PANELISTS: Harris Dunn, L.E.A.D. Program
Employment Development Branch
C.E.I.M.

John Stevens, Project Manager, L.E.A.D.
Annapolis County

Nick Lasch, Planner, Annapolis County

DISCUSSION:

The L.E.A.D. program was described as being directed toward commercial economic development with a long term job creation impact.

Generally, there are four options with the program:

1. Planning Projects
   - commercial economic development plans, studies for malls, etc.

   The funding limit is $50,000 for one year only.

2. Infrastructure Projects
   - projects that create long term employment.

   The funding limit is $700,000 over two years.

3. Enterprise Projects
   - essentially commercial projects.

   The funding limit is $350,000 per year to a maximum of $1.5 million overall.

4. LEAD Corporations
   - A registered corporation set up to assist various small businesses by counselling and financial assistance. Funding limits are $130,000 per year for costs, $220,000 per year for investment with potential for increase based on performance. There is a maximum of $25,000 per investment per year.

A regional assessment committee evaluates proposals. Various federal agencies comprise the committee.

Mr. Stevens described the "Annapolis Venture Corporation" of which he is president. It has existed for some 10 years, and is at present in the planning phase for incorporation. It employs three persons, and has prepared an evaluation of the 'Socio-Economic Base' of Annapolis County. Among other things, it indicated that there were entrepreneurs but they were short on know-how, particularly regarding marketing, and it underlined the importance of a long term understanding of the area, its characteristics, and problems.

The corporation assesses potential clients to determine that the owner's risk and investment is reasonable, requires that there be a third party involved, and can opt to loan money or take an equity position.

Mr. Lasch described several other groups active in the Annapolis County area for different and particular purposes. The municipality has assisted in the formation of these groups by helping to prepare applications, and evaluating proposals.

TECHNICAL SESSION (H) -
HOUSING: HOW CAN A MUNICIPAL
PLANNING STRATEGY FACILITATE
HOUSING NEEDS?

SCOPE:

The session dealt with the development of municipal planning strategies which take advantage of available Federal and Provincial Housing Programs. The Municipality of Kings County was used as a case study.

PANEL:

J. Wilson Fitt - Housing Analyst
C.M.H.C.

Jim Graham - Program Manager
Field Services Division
Department of Housing

Ron Corbett - Senior Research Associate
Department of Geography
Mt. Allison University

DISCUSSION:

Wilson Fitt described C.M.H.C. housing programs currently offered - the Co-operative Housing Program and R.R.A.P. (Residential Rehabilitation Assistance Program). C.M.H.C. is getting out of the land assembly business.

R.R.A.P. is available to a homeowner with a household income of less than $23,000 per year, and to landlords of rental units. The maximum financial grant is $5,000 per unit and is for major repairs. There are delivery agents in each municipality. Some are C.M.H.C. offices while in rural areas the delivery agents are usually independent local housing organizations. Because of the large number of potential applicants in some urban areas, some delivery agents have targetted particular areas in which to implement the program first, e.g., the N.I.P. 1 and 2 areas in Halifax.

Funds are allocated per municipality on the basis of the numbers of households in need of major repairs according to the 1981 Census, calculated as a percentage of the overall figure for Nova Scotia. Because some areas of the province were quicker to access the program than others, C.M.H.C. applies an equalizing factor to ensure an equitable dispersal of the funds to all areas of the province over the long term.

Jim Graham outlined two programs of the Nova Scotia Department of Housing - public housing and land development. There is Federal/Provincial cost sharing of public housing development under Section 40 of the National Housing Act. The Province cost shares with the municipality the development and administration of public housing. Under Section 56 of the Act, there is cost sharing of municipal non-profit housing which is essentially for Homes of Special Care.

Basic requirements of the Provincial public housing program are: a specific request from a municipality, for family or senior citizen public housing units, and a demonstrable need. The Department builds the units and a local housing authority administers them. Presently there are 45 housing authorities in the province. Generally the senior citizen projects are 1-2 storeys of 10-20 units except for larger projects located in urban areas. Public family projects tend to be four units or less, and are typically scattered duplexes.

Under the land development program, the Department owns areas of land in many municipalities throughout the province. Some of these land assemblies are very large holdings, e.g., Forest Hills, Sackville, Kidston Lake, Albro Lake. In most municipalities, the Department holds serviced land assemblies as well as much unserviced land. The Department enters into agreements with municipalities for the development of these lands and may or may not be the active partner. Servicing is not always supplied by the Department.

The Department of Housing has experienced difficulties in funding suitable locations for public housing as a result of plans and planning procedures.

Ron Corbett reported there are 30,000 people in the Maritimes who cannot afford housing. Twelve thousand of those people are in Nova Scotia. Five thousand of those are one parent families with an annual income of $12,000 - $14,000.

The Kings County housing effort was examined. First, the supply and demand were assessed. The vacancy rate was zero and there was a waiting list for housing. A windshield check was done of all housing in Kings County. One thousand homes were judged in need of major repair. Of those, 200 should have been dynamited.

Mobile homes were gaining popularity and were affordable to households with an annual income of $18,000. Interest rates had a great impact on the provision of new housing. Most new housing supplied was mobile homes and small scale basic homes.

The county land use by-law was amended to permit this type of housing. The public concerns regarding design and landscaping could not be addressed in the by-law but an amendment enabled development agreements. Those concerns are now addressed by provisions in development agreements.

The key in such an effort is to identify the problems at the local level.

In response to questions, Mr. Graham agreed Section 40 of the National Housing Act, public housing projects could be multiple family developments on the edge of a town. A member of the audience noted a total disregard for, or ignorance of, energy conservation principles in public housing projects. Holly Spacek observed a difference between development of a housing policy and chasing the latest funding program. Mr. Fitt stated C.M.H.C. does not find it easy to acquire cheap land appropriately zoned for its co-op program.

(i) PROVINCIAL SUBDIVISION REGULATIONS

Leader - Jack Leedham
Department of Municipal Affairs

Discussion centered on procedures and requirements of Provincial Subdivision Regulations and Municipal Subdivision By-laws.

(ii) DEVELOPMENT AGREEMENTS

Leader - Valerie Spencer
Municipality of the County of Halifax

Peter Nelson
Town of Truro

Discussion focussed on the practical use and application of development agreements.

(iii) RURAL PLANNING - STRATEGIES FOR SUCCESS

Leader - Derm English
Department of Municipal Affairs

Bob Elliott
Municipality of the County of Kings

Rick McCready
Cumberland District Planning Commission

Andy Montgomery
Department of Agriculture and Marketing

Gary Saunders
Yarmouth/Argyle/Barrington District Planning Commission

The Nova Scotia rural planning experience was discussed from numerous perspectives.

(iv) COMPUTERS IN THE PLANNING OFFICE

Doug Foster
Cape Breton Metro District Planning Commission

The practical application of a computer system in a planning office was demonstrated.

(v) COMMUNITY PLANNING DIVISION - PLANNING INFORMATION SYSTEM

Mark Poirier
Department of Municipal Affairs

The Agricultural and Rural Settlement Land Use information, Census Data and B.I.D. and Property Information Systems were reviewed.

(vi) PLANNING LAW UP-DATE

Bruce Wildsmith
Dalhousie University

A review of recent case law relevant to planning.

(vii) HERITAGE PROGRAMS

Brian Cuthbertson
Daniel Norris
Department of Culture, Recreation and Fitness

The discussion provided an overview of Provincial Heritage programs.